DOCUMENT RESUME

ED 124 352 RC 009 254

AUTHOR Jacob, Nelson L.
TITLE Title V in South Carolina -- An Update.
PUB DATE Feb 76
NOTE 13p.; Paper presented at the Southern Association of Agricultural Scientists Meeting, (Mobile, Alabama, February 1976)

EDRS PRICE MF-$0.83 HC-$1.67 Plus Postage.
DESCRIPTORS Committees; *Community Action; *Community Development; Community Resources; Educational Improvement; Evaluation; Extension Education; Housing; Information Dissemination; Information Seeking; *Models; Organization; Planning; *Program Descriptions; *Program Development; Recreation; *Rural Development; Social Action; Surveys
IDENTIFIERS Rural Development Act 1972; *South Carolina (Williamsburg County)

ABSTRACT

Since South Carolina's Title V Community and Resource Development (CRD) project is limited to one small rural county (Williamsburg) affording careful documentation, this paper explicates South Carolina's CRD process via a social action model. This project, then, is described in terms of the following model components: (1) community initiative (derived from several resource agencies rather than the community itself); (2) community analysis (information collection involving an organizational survey to identify community organizational perceptions and a problem identification and leadership survey); (3) community forum (a county-wide meeting comprised of all interviewees and additional local and state officials to discuss survey results and the role of Clemson University's Extension Service); (4) community organization and planning (organization of a 17-member CRD program committee composed primarily of a racial/sexual cross-section of persons from the entire county; survey verifications using Committee member responses; committee meetings wherein the CRD Committee opted to focus on expanded educational efforts, recreation, water/sewer facilities, and housing); (5) resource mobilization (followup sessions to involve others in problem areas); (6) implementation (meetings to inform the public and stimulate citizen participation); (7) evaluation (utilization of each previous model component). (JC)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

ED124352

Title V in South Carolina
An Update*

Nelson L. Jacob

Clemson University

RC009254

---

*This paper was prepared for presentation at the Rural Sociology Section of the Southern Association of Agricultural Scientists (SAAS) Meeting, Mobile, Alabama, February, 1976. The author is an Instructor, Department of Agricultural Economics and Rural Sociology, Clemson University, assigned full-time to the Title V Project in South Carolina.

Title V in South Carolina: An Update[1]

Nelson L. Jacob

Clemson University

Introduction

Details of South Carolina's approach to the implementation of Title V of the Rural Development Act of 1972 through Clemson University have been presented elsewhere (Jacob, et. al., 1975; McLean and Carroll, 1975; and Clemson University, 1974). It will be the purpose of this paper to summarize those details and report on extension activities and accomplishments and research findings associated with the Title V pilot project in South Carolina and review plans for future efforts.

In contrast with the tendency in most states to disperse research and extension efforts associated with Title V funding over a relatively large geographical area, South Carolina has chosen to limit the target area of the Title V project to one rural county.[2] Budgeted positions include a Community and Resource Development Specialist[3] with a joint extension-research appointment and an Assistant County Agent who live in the target county and are assigned full-time to the Title V CRD Project. In addition, a Technical Assistant (full-time research) located on the Clemson campus provides support to the research efforts. Such a concentration of resources offers a unique opportunity to carefully document -- utilizing essentially a case study approach -- research and extension activities and to evaluate the impact of such activities on processes and accomplishments in the community.

According to Bennett (1972) the professional worker in community development can perform one or more of five roles in the community: process consultant, technical consultant, provide leadership in organizational development, program advocate, and resource provider. Through its involvement in rural community development[4], Clemson University has chosen to concentrate its efforts in activities associated with the first three of those roles. In terms

---

[1]This paper represents a follow-up of a Southern Association of Agricultural Scientists paper a year ago titled: "Title V in South Carolina: Objectives, Plan of Work, and Ongoing Activities" (Jacob, et. al.: 1975), copies of which may be obtained from the author.

[2]An explanation of the process for selecting the target county was given in: Jacob, et. al.: 1975.

[3]Official title being Instructor, Department of Agricultural Economics and Rural Sociology.

[4]The intent of this paper being basically descriptive, no attempt will be made to elaborate on the definition of rural community development. Within the Clemson University Extension Service, the program area assigned responsibility for rural community development is labeled Community and Resource Development or CRD.

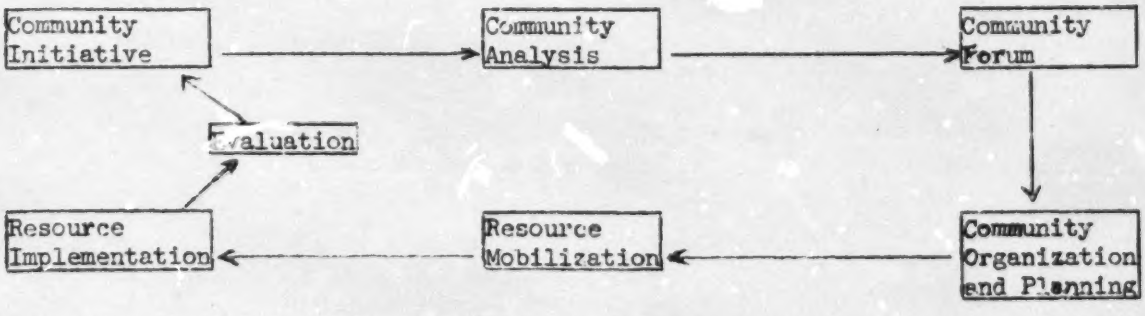
of the Title V Project, the research and extension activities are centered around the tenet that "the availability and capability of local leadership is the most critical factor that determines the pace of development" (Clemson University, 1974: 2). The Project was therefore designed to focus primarily on the identification and training of leaders and potential leaders. Such training is designed to develop the recipients' capabilities to make and implement decisions which contribute positively toward rural community development. In this respect, in addition to serving as consultants and promoting organization development, professionals working on the Title V Project assume a major responsibility for facilitating the development of relevant skills among identified leaders. Discussion of the specifics of how these directives are being implemented will be presented in later sections of this paper.

A CRD Model

Having reviewed CRD-related literature to glean information from several sources which elaborate on a social action model of community development (Medsker, 1960: 146-148; Beal and Hobbs, 1969; Wilkinson, 1970; Bottum, 1974: 6-7; and Bennett and Nelson, 1975), a simplified model was developed as a guide toward explaining research, extension, and evaluation efforts associated with the Title V Project in South Carolina. (See Figure 1.)

Figure 1

The Community and Resource Development Process:
A Social Action Model



Such a model will be more relevant and useful for planning and evaluating decisions and actions relating to a specific issue limited to a defined geographical area than for the same purposes as applied to a generalized rural community development program. In terms of a specific issue, the model, through a process of elaboration and specification, can be utilized to examine the flow of decisions and action and the changing relationships which characterize the different phases in the resolution or treatment of an issue in a temporal form of reference. A CRD program with generalized goals such as "increasing group effectiveness in making and implementing decisions concerning improvements in the quality and level of living of people" (ECOP, 1966: 2) can be built around the general problem-solving approach implied in this model; however, at that level, specific issue-relevant activities are not likely to

occur in a neat temporal sequence as implied in the phases presented. At any one point in time, decisions are being made and action taken that relate to various stages in the process. Just the same, using such a model to monitor and evaluate the inputs of an outside agency such as Clemson University in a multi-issue rural community development program should illuminate some of the research questions needing attention if we are to build on our knowledge in the area. Also, experience in utilizing this model with local groups has led the author to conclude that it can be a helpful tool in explaining the process of social action at the community level. In summary, while the model may be only marginally useful in terms of its explanatory power for a social scientist, with refinement and elaboration, it possibly can become a useful tool for communicating ideas relating to the process of community development.[5]

Summary of Research and Extension Activities

For the purpose of facilitating communications, we shall describe community initiative as: events, situations, and decisions which describe action taken to initiate the development of a working relationship relative to a defined area of concern between a community and a resource group. In the instance of the South Carolina Title V Project, to describe community initiative is to describe a series of decisions and events initiated primarily at the state level. Essentially, alternative approaches to implementation of the Title V Project were discussed and preliminary decisions made by representatives of key resource groups. At that point, the proposed project was presented to the leadership of the selected county for their approval and for a vote of commitment. This particular approach could be contrasted with a situation in which most or all of the initiative leading to the establishment of working relationship originates in the community.[6]

A careful analysis of the community initiative phase is seldom included when community development projects are described or otherwise subjected to some sort of evaluation, an oversight worthy of reconsideration on the part of serious researchers and practitioners.

Community analysis can best be described as the information-collection phase. Basic to any successful social action program is an inventory of the community's resources, ranging from human skills to "developable" natural resources. Other worthwhile information would include the felt needs of the community and attitude toward change via social action.

In South Carolina, a series of research activities were planned as part of the Community Analysis phase. The principle research activities undertaken were a survey of agencies and organizations judged to have a role to play in

---

[5]The utility of the model will be discussed further in the following section of this paper.

[6]Factors such as very limited time available to initiate the Project and the existence of a relatively weak Board of Commissioners form of county government in the target county are judged to have contributed significantly to this situation in which most initiative was taken by several resource agencies.

the development of the county and a leadership and problem identification survey.[7] The organization survey was designed to assess the perception of development on the part of persons in leadership positions in the various organizations, (When I say community and resource development in the County, what do you think of?) goals and activities of the organizations, and perceived barriers to the accomplishment of those goals. Utilizing a four-fold classification for general areas relating to CRD, the following represents the distribution of responses from the twenty-six persons concerning their perception of CRD:

Economic Development	50%
Human Resource Development	38%
Services and Facilities	27%
Natural Resources and Environment	12%

While those categories are not mutually exclusive and some respondents gave the type of answer which could be categorized in more than one area -- accounting for the fact that percentages add up to more than 100 -- the point that CRD means different things to different people and that CRD is equated most often with economic development is well illustrated in the distribution of responses.

In the leadership and problem identification survey, of an initial list of thirty-nine persons, thirty-two were interviewed and twenty-eight were included in the second wave, making a total of sixty persons interviewed throughout the county. The following is a summary of socio-economic characteristics of those persons.

Figure 2

Summary of
Characteristics of Persons Identified as Leaders

Length of Residence in County: 38.5 years (over half or 56% have lived in county since birth)
(Mean of Group)
Sex: 90% male; 10% female
Education: 58% college graduates; 15.4 years average educational attainment
Age (Mean): 49.7 years
Race: 17% black; 83% white
Participation: 63% belong to voluntary participation organizations; of those belonging, 56% are officers
Occupation: 18% elected officials; 42% business; 15% government; 24% independent professions (some overlap among persons, also, small percentages in education, religious, or retired positions)

The profile of the county-level leader in the target county is that of a white, middle-aged, college-educated, self-employed male who has lived in the county

---

[7] Details concerning the methodology and techniques employed in conducting these surveys are discussed and a summary of results presented in: Jacob, et. al., 1975, and copies of the research instruments can be obtained from the author.

most or all of his life and is reasonably active in civic affairs. In terms of length of residence, educational level, age, and occupation type, it appears that the predominant type is very close to what was found in a state-wide survey in North Carolina (Voland, 1975). As observed by Voland, persons recognized as key leaders in the community are generally middle-aged and not necessarily persons who were born in the community in question. As can be observed from this sample, roughly half of the identified leaders were born outside the county.

Most often mentioned problem areas (in response to the stimulus question, "What do you think are the most important improvements that should be made to make the County a better place to live?" with percentage of respondents mentioning each), in order of frequency of mention were: create jobs through business and industrial development, expanded educational efforts (early childhood, basic, college level, etc.), recreation, water and sewer, housing, and agriculture.

After the leadership and problem identification survey had been terminated, a county-wide meeting was called, to which all persons who had been interviewed, plus additional local and state officials, were invited. This meeting can be considered the community forum phase of the project. Results of the surveys were discussed and the role of the Clemson University Extension Service and the South Carolina Experiment Station in the CRD pilot project clarified. The Clemson University Extension Service operates under the premise that clientele inputs into the program planning process are essential to the development of sound programs. In reference to CRD program area, this implies that considerable attention be paid to the establishment of an effective framework for citizen participation by organizing voluntary participation committees, essentially a CRD Program Committee, with associated action committees. It is further proposed that the CRD Program Committee, beyond providing programmatic inputs over time and with sufficient training and orientation, become the type of citizens group which spontaneously works to promote development through enhanced citizen participation. Our approach to effectively carrying out the community organization and planning phase was the organization of a 17-member CRD Program Committee, composed primarily of a cross-section of persons by race and sex from the entire county. Respected persons who do not hold public office and who are not the supervisor or principle administrator of a county-based agency represented the group from which most CRD Program Committee members were drawn.

At the first meeting of the CRD Program Committee, a survey form which replicated much of the problem identification survey was filled out by each person present. The purpose of this survey was to determine the degree of congruence of attitudes concerning priority problems between the recognized leaders and Program Committee members. It was found that there was very close agreement between the two groups; therefore, the assumption was that the Program Committee would be able to work in close accord with public officials and established organizations. The Committee members also responded to a "community image" survey form[8] designed to further clarify the nature of the county residents' ideas and perceptions of community problems.

---

[8]Slightly modified version of instrument presented in: Baumel, et. al., 1964.

First of all, of twelve descriptive statements rated on a six-point scale, the county was characterized as "encouraging new industry", "friendly", "efficient and productive agriculture", and "moving ahead". Characteristics on which the county was ranked lowest were: "upkeep of residential areas", "businessmen promote community", and "upkeep of business districts".

When asked to rate the services and facilities in comparison with other counties, average scores on a scale of 1-6 ranged from a low of 2.13 to a high of 4.73. Rated lowest were: recreation facilities, job opportunities for young people, nursing home facilities for older retired persons, public transportation and housing -- all ranked below the mid point. Rated highest were: utilities, garbage collection, water supply, law enforcement, and school facilities.

Recognizing that the county has a very effective Industrial Development Board that is coping with the need to increase the number of available jobs through business and industrial development, the CRD Program Committee opted to concentrate on the other priority areas -- expanded educational efforts, recreation, water and sewer facilities, and housing. In subsequent meetings of the CRD Program Committee, the topics of recreation and housing needs and development in the county were discussed, with local agencies such as the Housing Authority and Farmers' Home Administration providing information concerning the housing problem and alternative solutions and the County Recreation Department explaining its plans to alleviate the need for recreation facilities.

At that point activities began to blend into the resource mobilization and implementation phases. Additional follow-up sessions were held to discuss housing and recreation needs and opportunities and in the case of recreation, by cooperating closely with the Recreation Department of the county, the CRD Program Committee was able to get a greater number of persons involved in the recreation program and through action of the Committee, various specific problems relating to recreation were resolved. The action of the Committee served to keep alive a previously-approved Department of Housing and Urban Development 100-unit low-income housing project. Another significant contribution of the CRD Program Committee was to present and discuss a proposal to organize community meetings (forums) to help inform the general public concerning recent developments in the county and to encourage greater citizen participation in development issues of local significance. These forums are currently being planned and carried out in conjunction with the county's Board of Commissioners and local, state, and Federal agencies.

Returning to the CRD Model presented earlier, we find that, at the county level, specific activities designed to operationalize the first three phases -- up through "community forum" -- occurred more or less in sequence as would be predicted from the model. At that point, as the focus of the community becomes more specific or issue-oriented, the exercise of determining "goodness of fit" of activities and decisions to phases of the model became a bit more problematic.[9] The Model can be utilized to review as well as plan for decisions and action relating to a specific issue but in focusing on the community as the unit of analysis, we can quickly see that change does not occur predictably

---

[9]Whether this suggests a weakness in the model itself or lack of a systematic orientation toward goal accomplishment on the part of local decision-makers is a research question to be explored in the Title V Project over time

along a predetermined course of action, the desirability of which is shared by all groups and individuals affected by that change. The latter is surely an ideal model of purposive action implying total participation and involvement at the local level, access to and awareness of all relevent information, and the ability to control or predict the input of all variables.

As a teaching device, the Model has been helpful in orienting the CRD Program Committee members to the nature of the problems associated with specific issues. As a consequence of the Committee's review of various specific issues, it became apparent that in some cases the major barrier to reaching the stage of resource implementation was that the action groups had not in fact paid sufficient attention to previous stages in the process. By working with such groups as the County's Recreation Department and the Housing Authority, the CRD Program Committee helped develop a more complete series of activities associated with earlier stages. Subsequently, programs designed to accomplish specific objectives moved along at a much smoother pace. As an example, by virtue of a survey of attitudes associated with recreation and of persons interested in serving on community-based recreation committees and following a series of community meetings to enhance communications with the Recreation Department, many of the barriers standing in the way of progressing from resource mobilization to implementation were removed. In several communities, where previously the Recreation Department had been unable to acquire land for recreation parks, donors or sellers appeared, presumably in response to a shift in attitude which resulted with the clarification of the Department's plans.

Utilizing Bennett's (1972) classification of the various roles that the professional community development worker can perform,[10] Clemson University assumed the roles of process consultant and leadership in organizational development through a series of activities which led to the establishment of a County Council on Aging, which has subsequently developed a variety of new service projects for senior citizens. In a separate effort, leadership was taken in organizing an inter-agency coordinating group to improve the working relationship among the various human service agencies in the county. In responding to a request for preliminary planning assistance to local groups interested in establishing a human services campus, Clemson University performed the roles of technical consultant and resource provider. Orientation was provided to local planning bodies, plus a detailed report which involved the utilization of planning expertise available from Clemson was published.[11] As part of the Project, the establishment of a community education or awareness program for high school-aged youth (4-H/CRD) was established.

In terms of research, persons in the education sector were interviewed concerning their attitudes as to the completeness and adequacy of human resource development opportunities in the county. Also, as previously mentioned, a research project carried out at the request of the County Recreation Department was formulated to identify community-level recreation leaders and to collect information concerning the opinion of the general public concerning the types

---

[10] Process consultant, technical consultant, leadership in organizational development, program advocate, and resource provider.

[11] A detailed description of this project is included in: Wynn and Jacob, 1976.

of recreational facilities and programs desired. Both efforts represent a contribution toward community analysis. Information collected from persons in the education sector was utilized in planning the 4-H/CRD activities. Information collected in the recreation sector was utilized by the County Recreation Department in planning facilities and organizing a county-wide program.

Summary and Discussion

Standing alone, activities generated through Title V of the Rural Development Act of 1972 -- assuming that Congress does not choose to extend this legislation beyond the initial three years -- represent but a fragment of the total effort devoted to the development of the nonmetropolitan area of this country. The responsible institutions are clearly charged with the responsibility of generating and applying practical knowledge in support of rural development. What is, or at least should be, unique about efforts resulting as a consequence of this legislation is that those institutions charged with the mandate of carrying out the intent of this legislation are being called on to take initiative in assisting other colleges and universities and public institutions play a more active role in rural development (Clark, 1973: 170-171). In discussing the role of the Extension Service in CRD, Warren (1968) reminds us that in fact Extension is not alone and not necessarily the pioneer in rural development. He goes on to suggest that it is probably more important at this juncture for Extension "to look to its own task of finding ways of working with other organizations, of setting up new coalitions, of developing with other organizations flexible ways of coming together around specific problems" than to concentrate on refining its own methodology and techniques (Warren, 1973: 1232).

With that in mind, professionals working in the target county spend a considerable amount of time working with the groups and organizations with a role in the development of the county and with resource agencies at the local, regional, and state levels. The previously-mentioned inter-agency coordinating group is one example of efforts in this area. In addition, work previously done in planning for a human services campus and assistance in identifying persons to serve on local recreation committees were activities whose primary goal was to clarify and strengthen the relationship between various groups and agencies with complementary goals. In terms of future activities, the CRD professionals assigned to the target county are working closely with key personnel within the State TEC (Technical and Comprehensive Education) system in organizing the leadership development program, which is a key component of the Title V Project. The idea is to offer a series of learning activities associated with leadership development to be jointly sponsored by the TEC Center in the county (Williamsburg Technical, Vocational, and Adult Education Center) and Extension. Also, in working with the local rural electric cooperative (Santee Electric Cooperative), which has a full-time professional community development specialist, group activities are planned which should enhance opportunities for citizen participation in community development activities, particularly as relates to the development of community facilities and services in the smaller rural communities scattered throughout the county. Additional examples of coordinative activities initiated through the Title V Project could be presented; however, the foregoing should serve to illustrate that careful attention is being paid to the mandate to more effectively involve other institutions in rural development efforts. In terms of emphasis, the author

contends that the development of a more viable model of rural development must take precedence over the development of a more refined and sophisticated Extension CRD program.

The CRD Model presented here[12] though much less than the final word, as stated previously has been useful in communicating with audiences that the resolution of problems can take place in an orderly fashion within the context of a series of interrelated decisions rather than isolated events. The Model however is designed primarily to relate to specific issues rather than the community as a whole. Warren (1968) goes so far as to suggest that CRD efforts based on a model of building "community competence" and designed to re-create the sense of fellowship and participation which characterized small agricultural communities in the past are totally misguided. The compromise position taken through the utilization of the model is that it represents a place to hang our hat but it certainly will not do our thinking for us.

Hopefully the experiences, thoughts, and biases expressed here will contribute to the goal of developing a more sound methodology for dealing with the complex issues of rural development.

---

[12]See Figure 1, page 2.

REFERENCES

Baumel, C. Phillip, Daryl J. Hobbs, and Ronald C. Powers
1964 The Community Survey: Its Use in Development and Action Programs. Ames: Iowa State University of Science and Technology, Cooperative Extension Service, Soc. 15.

Bennett, Austin
1972 "The professional staff member's contribution to community change." Paper presented at the National Community Resource Development Workshop, Cambridge, Ohio.

Bennett, Claude F. and Donald L. Nelson
1975 "Analyzing impacts of community development." Mississippi State, Mississippi: Southern Rural Development Center, Publication No. 7.

Bottum, J. Carroll
1974 "The philosophy and process of community development." Pp. 3-14 in George Brinkman (editor), The Development of Rural America. Manhattan: The University Press of Kansas.

Brinkman, George (editor)
1974 The Development of Rural America. Manhattan: The University Press of Kansas.

Carroll, Adger B. and Edward L. McLean
1975 "Some basic procedures for conducting a county extension program in community development." Clemson: Clemson University, unpublished manuscript.

Clark, Dick
1975 Revised Guide to the Rural Development Act of 1972. Washington, D. C.: U. S. Government Printing Office.

Clark, Dick
1973 Guide to the Rural Development Act of 1972. Washington, D. C.: U. S. Government Printing Office.

Clemson University
1975 Fiscal Year 1975 Plan of Work to Accomplish Objectives of Title V of the Rural Development Act of 1972. Clemson: Clemson University.

Clemson University
1974 South Carolina Plan of Work to Accomplish Objectives of Title V of the Rural Development Act of 1972. Clemson: Clemson University.

Extension Committee on Organization and Policy (ECOP)
1966 ECOP Report: Community and Resource Development. Washington, D. C.: Cooperative Extension Service.

Jacob, Nelson L., Adger B. Carroll, and Edward L. McLean
1975 "Title V in South Carolina: objectives, plan of work, and ongoing activities." Proceedings, Rural Sociology Section Southern Association of Agricultural Scientists Annual Meeting, New Orleans.

McLean, Edward L. and Adger B. Carroll
1975 "Notes on implementation of county extension community and resource development programs in South Carolina." Paper presented at the 1975 Annual Meeting of the Rural Sociological Society, San Francisco.

Mezirow, J. D.
1960 "Community development as an educational process." International Review of Community Development 5:137-150.

Voland, Maurice E.
1975 "Characteristics of North Carolina community leaders: an update." Proceedings, Rural Sociology Section, Southern Association of Agricultural Scientists Annual Meeting, New Orleans.

Warren, Roland L.
1968 "Theory and practice in community development." American Journal of Agricultural Economics, 50:1226-1238.

Wilkinson, Kenneth P.
1970 "Phases and roles in community action." Rural Sociology 35 (March):54-68.